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EDUCATION WEEK

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Districts Scramble To Cope With Building Needs

Deteriorating Schools, Severe Overcrowding Pack One-Two Punch

By William Montague

In South Palm Bay, a booming coastal suburb near the Cape Canaveral space complex in central Florida, school officials gathered last month to dedicate Christa McAuliffe Elementary School, named for the 37-year-old teacher-astronaut who died last year when the space shuttle Challenger exploded.

But while the memory of that tragedy lent special significance to the occasion, the dedication of new schools is hardly a newsmaking event these days in Broward County, the heart of Florida's burgeoning "Space Coast."

In the past year alone, Broward County has opened three elementary schools, and officials estimate that they will need at least five more to keep pace with an enrollment expected to grow by between 2 percent and 3 percent in each of the next five years.

Dorothy Richman teaches in a washroom at P.S. 47 in the Bronx because of overcrowding, a problem throughout the New York City public schools.

At New York City's Seward Park High School Annex, meanwhile, falling plaster, dangling wires, and broken toilets have become as much a part of the academic environment as tests and textbooks.

Across the city, students and teachers must cope with similar signs of decay, attempting to teach and learn amid conditions that Mayor Edward I. Koch has called "shocking" and "deplorable."

Nearly 3,000 miles to the west, television viewers in the conservative Salt

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Using Pupil Scores To Assess Teachers Criticized as Unfair

Curriculum, Tests Do Not 'Align,' New Study Finds

By Robert Rothman

The St. Louis Board of Education's policy of evaluating teachers partly on the basis of student test scores is unfair, because the standardized tests used are poorly matched with the district's curriculum, an analysis commissioned by the local teachers' union concludes.

The study released last month—which will be submitted as evidence in a closely watched lawsuit seeking to overturn the controversial evaluation policy—highlights what experts say is a widespread problem: the inadequate "alignment" of tests with curriculum guidelines and textbooks.

"An awful lot of what you teach doesn't get tested, and an awful lot of what's tested doesn't get taught," said Andrew C. Porter, a researcher at Michigan State University's institute for research on teaching.

As more states and districts enact reforms requiring revised curricula and tests of student achievement, the issue has received increased attention from textbook publishers, test makers, and curriculum specialists.

But the case in St. Louis has added significance, observers note, because the district is the first to tie teacher evaluations directly to student scores on a standardized assessment, the California Achievement Test.

The analysis prepared for the St. Louis Teachers Union by Educational Products Information Exchange, a nonprofit research firm, found that, on average, only 9.5 percent of all "content items" were common to the test, the district's curriculum guide, and assigned textbooks for the four grade levels studied.

"A test that is expressly used as a major instrument in evaluating the effectiveness of

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AIDS Threat Providing Impetus for Sex-Education Mandates

By Debra Viadero

Rising concern over the AIDS epidemic is prompting some state school boards to consider actions that have long been anathema to them: telling local districts what should be in their curriculum, and requiring coursework in human sexuality.

In Rhode Island, for example, a state whose percentage of Roman Catholic residents—65 percent—is the nation's highest, the Board of Regents had twice rejected proposals to require "family life" education in the schools.

But, in April, it approved sweeping mandates for both sex- and AIDS-education classes.

Likewise, the Kansas Board of Education last month overcame its traditional aversion to state interference—and the pressure of a lobbying campaign—to approve a proposal requiring sex education, including instruction on AIDS, in all public schools.

"We've always been opposed to mandates," an official of the Kansas board said. "But we also believe that this is a problem that can't be ignored."

With nearly 36,000 reported cases of acquired immune deficiency syndrome nationwide, more and more state education officials are coming to the same conclusion.

Joining Kansas and Rhode Island, the Pennsylvania Board of Education voted on May 14 to mandate AIDS-prevention instruction in all public schools—and at all grade levels—beginning in the fall.

And in Maryland, which already makes sex education a required offering in the public schools, health educators are considering whether to ask the state board to extend the mandate to include AIDS instruction as well.

According to the Planned Parenthood Federation of America, eight additional

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Also in the news

6 **N.E.A. Raps E.D. for Drop in Federal Aid to Schools**
A report by the union says that the federal share of spending has reached its lowest mark in 23 years: 6.2 percent of the total.

7 **Demand for Teen-Age Workers Soars as Summer Jobs Multiply**
But many poor and minority youths will probably not benefit from the booming employment market, labor analysts say.

12 **House Consensus Did Not Extend to Impact Aid**
Key Congressmen blame the impact-aid lobby for "creating confusion" over what had been a "smooth-running program."

Marshall Cohen, a member of the Secondary Study Group, says it is difficult to find meaningful discussions about education.

Study Groups Giving Committed Teachers The Chance To Reflect, Share, and Learn

By Lynn Olson

PHILADELPHIA—For the past nine years, Lynne Strieb's Thursday afternoons have been sacrosanct.

That is the time the 1st-and-2nd-grade teacher at John B. Kelly Elementary School here meets with her colleagues from around town to talk about teaching: What are their favorite books to read to children? How can they create a better learning environment? What use should they make of students' fantasies?

According to Ms. Strieb, the voluntary meetings—held in the teachers' own homes—provide the intellectual stimulation and camaraderie that are often lacking during the school day.

"Within your own school, staff meetings are short," she said. "I'm afraid they have very little intellectual content."

Lacking time or encouragement, she added, teachers seldom have the chance at school to reflect, to share, and to learn from each other.

The Thursday-afternoon teachers' group—created, funded, and sustained by the teachers themselves—fills that gap.

"Sometimes we talk about emotional issues, like fighting or conflict in the classroom," said Ms. Strieb. "Other times, we talk about curricular issues, like reading or writing. Other times we talk about practical issues, like how to arrange your time."

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IN SUMMARY

Keeping Track of Migrants
A federal clearinghouse that tracks the school records of migrant children has succeeded in reducing the dropout rate for participating students by 50 percent, a new study concludes. **Story on Page 5.**

Scaling Back on Reform
Declining to approve a sales-tax increase, the Washington State legislature has voted $504 million less for school reform than Gov. W. Booth Gardner had requested. **Story on Page 10.**

A 'Historic' Vote in Vermont
Gov. Madeleine M. Kunin has won approval of a "historic" revision of Vermont's school-funding formula, but lawmakers turned down a key element of her plan for financing it. **Story on Page 10.**

Limiting the Auditors
A provision of the omnibus education bill approved by the House would limit the ability of federal auditors to reclaim allegedly misspent funds from state and local school officials. **Story on Page 12.**

Unsettling Settlement
Despite objections by local parents, the U.S. Education Department appears willing to settle a longstanding desegregation suit against the Fort Wayne, Ind., school district. **Story on Page 12.**

No Facelift for ERIC
Education Department officials have abandoned a plan to revamp the Educational Resources Information Centers, but will pursue a proposal to create a marketing arm for the network. **Story on Page 14.**

An Early Focus on the Handicapped
Plans are proceeding for three new federally funded research centers that will study how state and local agencies can better meet the needs of handicapped infants and preschoolers. **Story on Page 15.**

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THE WEEK

FEDERAL

Administration Allowed To Participate in Case

The Reagan Administration received the U.S. Supreme Court's permission last week to participate in arguments next fall in a case that questions whether school districts must keep violent and disruptive handicapped students in their classrooms pending the completion of hearings on their behavior.

The lawsuit, *Honig* v. *Doe* (Case No. 86-728), stems from the suspensions and planned expulsions of two emotionally disturbed San Francisco students in 1980—one for alleged assault, the other for allegedly making sexual advances toward a female student.

Federal district and appeals courts blocked the disciplinary actions, holding that, when deviant behavior is a manifestation of a child's handicap, the child has a right, under the Education of the Handicapped Act of 1975, to remain in his existing educational placement until all administrative and judicial reviews are completed.

In a "friend of the court" brief, the Administration argues that the responsibility of state and local school officials to educate all children "would be irreparably undermined if they [have] to keep a child whose handicap-related misconduct endangers others in his current placement." The case is expected to be argued between October and December.

Also last week, the Court declined to review lower federal-court rulings that upheld the constitutionality of a 1980 New Jersey law that requires nonunion teachers to pay "representation fees" to cover the costs of union benefits enjoyed by all teachers.

The nonunion teachers who filed the suit, *Robinson* v. *New Jersey* (No. 86-1654), contended that the law forced them to subsidize objectionable ideological matters in violation of the First Amendment. They also said the process established under the law for protesting the calculation of the fee amount denied them due process of law as guaranteed under the 14th Amendment.

NATIONAL

Teen-Age Births Cost Nation $17.9 Billion

Teen-age childbearing cost the nation more than $17.9 billion in federal welfare payments last year, according to a new report by the Center for Population Options, a Washington-based nonprofit group.

The estimate, released last week, represents a 7.7 percent increase over the organization's calculation for 1985 costs of $16.65 billion. It includes expenditures for Aid to Families with Dependent Children, Medicaid, and food stamps.

"This increase demonstrates the enormous annual public cost of teenage childbearing," said Judith Senderowitz, executive director of the center, which focuses on preventing unplanned pregnancies, particularly among teen-agers. "The babies being born to teen-agers today will cost the United States billions of dollars by the time they reach adulthood."

On average, according to the report, a family begun last year as a result of a first-time birth to a teenage mother will cost the taxpayers $14,852 by the time the baby reaches age 20. If the mother had postponed having a child until she was at least 20 years old, the report states, the public cost would be $8,911.

The report cautions that such estimates are conservative because they do not include costs for day care, housing, special education, child-protection services, foster care, and other social services.

Participation in G.E.D. Rises 2 Years in a Row

The number of people taking the General Educational Development examination rose by 3 percent from 1985 to 1986, according to the American Council on Education, which administers the high-school-equivalency test.

Last year was the second year in a row in which the number of test-takers increased over the previous year, the council notes in its annual report on the exam.

Douglas R. Whitney, director of the council's G.E.D. Testing Service, said the increases stemmed from greater national attention to the issue of adult literacy, as well as from efforts by teachers and local examiners to make more people aware of the program.

"We expect stable, slight increases in the future," he said.

More than 734,000 people took the test last year, including 31,000 who took the Spanish-language version, 1,600 who took the French version, and some 700 others, who used the Braille, audio-cassette, or large-print editions.

In addition, the council reported, the number of test-takers who passed the examination rose by 4 percent over the previous year, to 487,000, and the number of high-school-equivalency credentials awarded in the United States and Canada also rose.

Mr. Whitney noted that, in a continuation of a trend toward younger participants that began in the mid-1960's, half of the test takers were 21 years old or younger.

Copies of the 1986 edition of the "G.E.D. Statistical Report" are available for $5 each from the G.E.D. Testing Service, 1 Dupont Circle, Washington, D.C. 20036.

STATES

Church-Run Day Care Subject to Regulation

A federal judge in Richmond, Va., has struck down a Virginia law that exempted church-operated child-care centers from state licensing requirements.

U.S. District Judge Richard L. Williams ruled late last month that the operation of day-care centers is a secular enterprise, not a religious activity protected by the First Amendment. Moreover, he said, the state has a responsibility to ensure the health and safety of all children in day care.

"The risk that the state would interfere with the religious content and program of a church-run child-care center is remote and speculative," the judge wrote in the opinion.

The ruling could affect 169 church-run centers that are currently exempt from state licensing, and an additional 51 centers that have applied for such exemptions, according to DeAnn Lineberry, a spokesman for the Virginia social-services department.

The suit was brought by three non-exempt centers shortly after the law was passed in 1979. The plaintiffs argued that the statute unconstitutionally favored religious centers.

Under the law, church-run centers have received exemptions from state rules prohibiting corporal punishment, establishing minimum child-worker ratios, and mandating criminal-background checks and certain educational standards for workers.

Several church-operated centers that were allowed to intervene in the suit will appeal the ruling to the U.S. Court of Appeals for the Fourth Circuit, and will ask for a stay of the order, Ms. Lineberry said.

Settlements To Benefit Convicted Fla. Youths

Florida youths sentenced to state training schools should receive better schooling and other services as the result of two settlements agreed to last month by state officials.

The settlements arose out of a federal class action that has come to be known as the *Bobby M.* case. The suit was filed in 1983 on behalf of 400 youngsters committed to Florida facilities for juvenile delinquents.

Betty Castor, state commissioner of education, last month agreed to ensure that the educational offer-

Federal Share of Public-School Funding Is Its Lowest Since 1964, N.E.A. Finds

By Tom Mirga

The federal share of public-school funding has reached its lowest level in 23 years, and much of the blame for the decline lies with the U.S. Education Department, the National Education Association charged last week.

At a press conference in Washington to release the N.E.A.'s annual national estimates of school statistics, Mary Hatwood Futrell, the union's president, highlighted data indicating that federal aid as a proportion of school revenues is expected to decrease to 6.2 percent for the current school year. The proportion is down from 6.5 percent in 1985-86, she said, and is at its lowest mark since 1964, the year preceding the first education programs of the Great Society.

"The Department of Education must bear the bulk of the blame for the declining federal effort," Ms. Futrell contended. "[Its officials] believe there's no problem in education that can't be solved by a quick quip or a trite adage."

"Give me a break," responded Secretary of Education William J. Bennett in a prepared statement. "Once again, the N.E.A. reveals its cash-register mentality."

"The fact is that the nation is spending more on education than ever before," the Secretary continued, "and more than any other country in the world. . . . When will the largest and most intransigent of the nation's education associations figure it out?"

45-Year Series

The 45-year series of annual statistical reports by the union is highly regarded within the education-research community. Data from the reports, which are collected from state education agencies, are frequently cited by the Education Department's center for education statistics, the Bureau of the Census, and private researchers.

Among the findings in this year's report:

- **Total revenues.** Public-school revenues are expected to increase to $160.9 billion during the current school year, up $9.58 billion, or 6.3 percent, from 1985-86. The rate of increase, however, is down from 7.2 percent between 1984-85 and 1985-86, and 9.4 percent between 1983-84 and 1984-85.

School revenues have risen 114 percent from 1976-77 to 1986-87. But, adjusting for inflation, using 1976-77 as the base year, revenues have increased only 13.8 percent in constant dollars over the 10-year period.

"It is fair to question the future of many state-level education reforms in light of these revenue estimates," the union said.

The N.E.A.'s findings on school revenues follow recent studies by two prominent school-finance experts that reached opposite conclusions on the adequacy of funding for reform efforts. *(See Education Week, May 27, 1987.)*

- **Revenues by source.** State governments continue to be the largest single supporter of public schools, contributing an estimated $80.4 billion, or 50 percent of total spending, in 1986-87. The state share of revenues is up from $75.3 billion, or 49.8 percent of the total, in 1985-86.

Local governments contributed an estimated $70.5 billion, or 43.8 percent of total revenues, in the current school year. Their contribution is up slightly from $75.3 billion, or 49.8 percent of the total, last year.

- **Enrollment.** Total enrollment in public schools for 1986-87 is expected to rise by 270,000 over last year, reaching 39.8 million, with an increase at the elementary-school level canceling out a decrease in high-school enrollment.

Elementary-school enrollment for the current school year is estimated at 24.3 million, a gain of 400,000, or 1.7 percent, over 1985-86. High-school enrollment, meanwhile, is continuing to decline, reaching an estimated 15.4 million for 1986-87. That figure represents a decrease of 129,315, or 0.8 percent, from a year earlier.

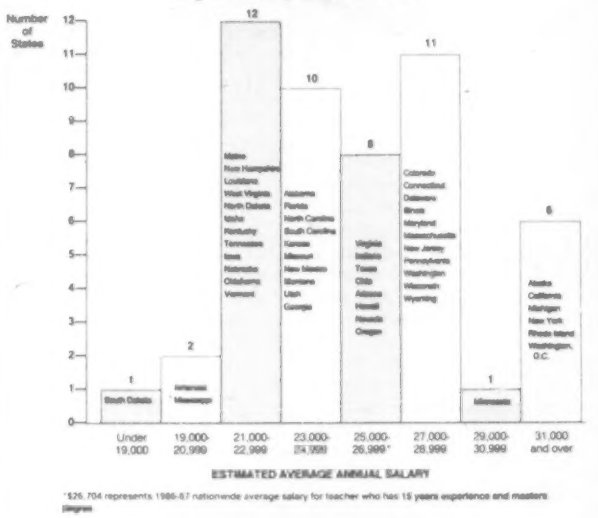
- **Per-pupil expenditures.** Based on average daily attendance, the average amount spent per pupil is expected to reach $3,969 in 1986-87, up $214, or 5.7 percent, from 1985-86.

- **Teacher salaries.** The average salary for a teacher with 15 years' experience and a master's degree is expected to reach $26,704 in 1986-87, up $1,498, or 6 percent, from 1985-86.

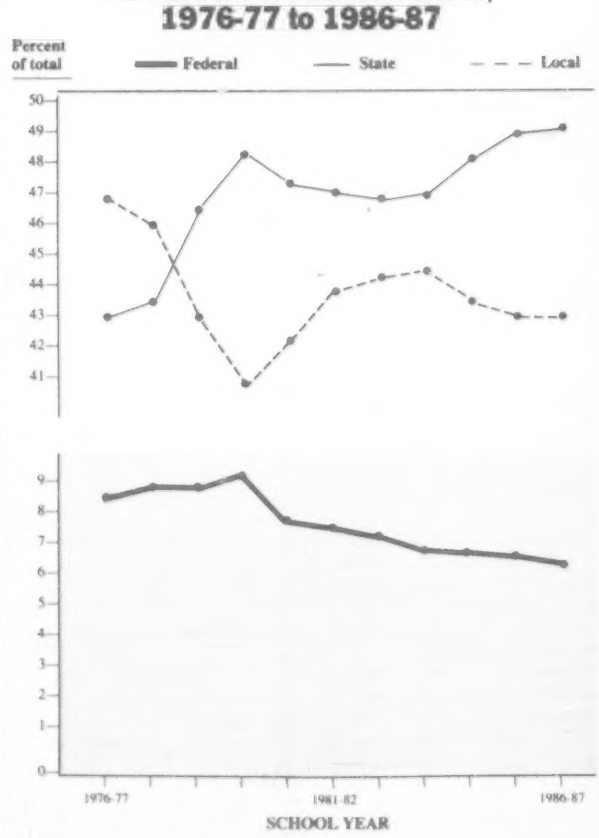
Percent Increase in Public-School Revenue, 1985-86 to 1986-87
U.S. Average: 6.3 Percent

27 States Below 6.3 Average		24 States Above 6.3 Average	
Alabama	-5.5%	Alaska	9.4%
Arizona	1.0%	Arkansas	6.5%
California	6.1%	Colorado	6.0%
Delaware	5.5%	Connecticut	12.4%
D.C.	1.3%	Florida	9.1%
Idaho	4.4%	Georgia	6.6%
Illinois	5.7%	Hawaii	8.9%
Iowa	2.7%	Indiana	6.4%
Kansas	1.7%	Kentucky	10.8%
Louisiana	3.9%	Maine	8.9%
Massachusetts	3.4%	Maryland	10.1%
Michigan	5.8%	Minnesota	6.4%
Mississippi	5.3%	Missouri	7.5%
Montana	3.1%	Nevada	17.5%
Nebraska	5.7%	New Jersey	9.6%
New Hampshire	5.0%	New York	7.3%
New Mexico	1.6%	Pennsylvania	6.8%
North Carolina	3.4%	South Dakota	7.2%
North Dakota	1.2%	Tennessee	7.0%
Ohio	5.1%	Vermont	7.8%
Oklahoma	2.7%	Virginia	9.3%
Oregon	3.0%	Washington	7.8%
Rhode Island	5.3%	Wisconsin	8.9%
South Carolina	3.2%	Wyoming	10.2%
Texas	6.0%		
Utah	3.4%		
West Virginia	5.0%		

Teacher-Salary Distribution By State, 1986-87



Federal, State, and Local School Revenues (K-12) As Percent of Total Revenues, 1976-77 to 1986-87



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